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CHICAGO BUREAU OF PUBLIC EFFICIENCY

Purposes as Stated in the Plan of Organization

(1) To scrutinize the systems of accounting in the eight local governments of Chicago.

(2) To examine the methods of purchasing materials and supplies and letting and executing construction contracts in these bodies.

(3) To examine the payrolls of these local governing bodies with a view of determining the efficiency of such expenditures.

(4) To make constructive suggestions for improvements in the directions indicated under 1, 2 and 3, and to co-operate with public officials in the installation of these improved methods.

(5) To furnish the public with exact information regarding public revenues and expenditures and thereby promote efficiency and economy in the public service.

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THE OFFICE OF
SHERIFF *of* COOK COUNTY
ILLINOIS

A SUPPLEMENTAL INQUIRY INTO ITS ORGANIZATION
AND METHODS OF ADMINISTRATION

REPORT PREPARED FOR THE
JUDGES OF THE CIRCUIT COURT
BY THE
CHICAGO BUREAU OF PUBLIC EFFICIENCY

NOVEMBER, 1912

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- 9 The Water Works System of the City of Chicago. By Dabney B. Maury. December, 1911.
- 10 Bureau of Streets; Civil Service Commission; and Special Assessment Accounting System of the City of Chicago. December, 1911.
- 11 Administration of the Office of Coroner of Cook County, Illinois. December, 1911.
- 12 Administration of the Office of Sheriff of Cook County, Illinois. December, 1911.
- 13 Administration of the Office of Clerk of the Circuit Court and of the Office of Clerk of the Superior Court of Cook County, Illinois. December, 1911.
- 14 The Judge and the County Fee Offices. December 19, 1911.
- 15 General Summary and Conclusions of Report on the Park Governments of Chicago. December, 1911.
- 16 The Park Governments of Chicago: An Inquiry into Their Organization and Methods of Administration. December, 1911.
- 17 Office of the Clerks of the Circuit and Superior Courts: A Supplemental Inquiry Into Their Organization and Methods of Administration. November, 1912.
- 18 Administration of the Office of the Clerk of the County Court of Cook County Illinois. November 1912.

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315 PLYMOUTH COURT

CHICAGO BUREAU OF PUBLIC EFFICIENCY

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LETTER OF TRANSMITTAL.

*To the Honorable Judges
of the Circuit Court of Cook County.*

GENTLEMEN :

The Chicago Bureau of Public Efficiency submits herewith a supplemental report upon the office of Sheriff of Cook County.

In preparing this report, the Bureau has not confined itself to the single aspect of the matter with which the Judges are required by the Constitution of the State to deal—that of fixing the number of employes. It has aimed to carry on a comprehensive study of the office and to make a presentation of facts and conclusions of interest to the general public and to the appropriating body of the county, the Board of County Commissioners, as well as to the Judges.

Respectfully submitted,

HARRIS S. KEELER,
Director.

Chicago, November, 1912.

SUMMARY AND CONCLUSIONS.

I. SAVING WHICH CAN AND SHOULD BE EFFECTED.

It is the opinion of the Chicago Bureau of Public Efficiency that the present annual cost of administering the office of Sheriff can be reduced by \$57,300 without impairing the efficiency of the service rendered. It submits that this saving should be effected. The manner in which the reduction can be made is set forth in detail in the text of this report and is summarized in the following table:

By abolishing position of assistant sheriff..	\$ 3,000	
By reducing number of deputy sheriffs from		
28 to 24.....	8,000	
By reducing number of bailiffs from 114		
to 104.....	15,000	
Total saving by reducing number		
of present staff.....	\$26,000	
By reducing salaries of 20 deputy sheriffs		
\$500 each (from \$2,000 to \$1,500)....	10,000	
By reducing salaries of two assistant chief		
bailiffs \$150 each (from \$1,650 to		
\$1,500)	300	
By reducing salaries of 70 bailiffs \$300 each		
(from \$1,500 to \$1,200).....	21,000	31,300
Total saving which can and should		
be effected	\$57,300	

The Sheriff does not determine the compensation to be paid his assistants. The duty of fixing their salaries is imposed upon

the County Board. Where the rates fixed are excessive, the responsibility rests primarily with the County Board, and the Sheriff should be charged therewith only to the extent that he may influence the Board's action. The Sheriff did not recommend the increases in salaries which were granted to the bailiffs by the County Board in 1912.

II. THE ASSISTANT SHERIFF.

Attention is again directed to this sinecure. Such assistance to the Sheriff as is rendered and such supervision of employes and service records as is exercised by the assistant sheriff are nominal only. The actual work in connection therewith is performed by others. The position should be discontinued.

III. REDUCTIONS RECOMMENDED IN NUMBER OF DEPUTY SHERIFFS AND IN SALARIES PAID.

The Bureau believes that the plan recommended in this report for assigning the work of deputy sheriffs would, if adopted, result in better service and also that it would permit of a reduction both in the number of men employed and in salaries paid. It therefore recommends:

1. That the number of deputies employed be reduced from 28 to 24.

2. That four deputies particularly well fitted for such work be regularly retained at the present salary of \$2,000 each to execute writs other than summonses and to perform occasional emergency work.

3. That the remaining 20 deputies be employed to serve summonses and perform such police duty as may occasionally be required of them; and that the salaries of these 20 deputies be fixed at \$1,500 instead of \$2,000 a year each.

IV. REDUCTIONS RECOMMENDED IN NUMBER OF BAILIFFS AND IN SALARIES PAID.

In November, 1911, the Sheriff asked for 10 additional bailiffs on account of the election of seven additional judges of the Circuit and Superior Courts. The Judges of the Circuit Court granted the request and the 10 new men were added to the force on February 12, 1912. Investigation shows, as explained in detail in the text of this report, that the election of these additional judges did not result in increasing materially the number of judges trying cases in these courts.

It is apparent, therefore, that there was no occasion for employing the additional force of bailiffs because of the election of the judges mentioned.

Moreover, only six more bailiffs than were formerly assigned to the Circuit and Superior Courts have been working in these courts in 1912. On the other hand, four additional men have been assigned to the Criminal, County, and Appellate Courts and in only one of these cases does the assignment seem to have been justified by the changed conditions.

Aside from the fact that the election of the seven additional judges was given as the reason necessitating the authorization of the larger number of bailiffs and that the anticipated increase in the number of trial judges sitting in the Circuit and Superior Courts did not actually occur, the Bureau is of the opinion that the services of these 10 extra men have not been needed at any time. Moreover, it is of the opinion that there will be no occasion for their services during the coming year. It, therefore, recommends that for the year 1913 the present number of 114 bailiffs be reduced to 104.

The Bureau believes that the advances in the salaries of the assistant chief bailiffs from \$1,500 to \$1,650 a year, and of the other bailiffs from \$1,380 to \$1,500 a year, which were made in the 1912 budget and which represent an aggregate annual in-

crease of approximately \$14,000, were wholly unwarranted except in the cases of personal bailiffs and a few others assigned to special duty—about 34 in all. With respect to the latter class of employes, the increases may perhaps be passed by without serious criticism. For the year 1913 the Bureau recommends that the salaries of the assistant chief bailiffs be fixed at \$1,500; those of the personal and other bailiffs assigned to special duty at \$1,500 each and those of the remaining 70 court bailiffs at \$1,200 each. The Bureau believes that these are liberal salaries for the character of work which these positions require.

THE OFFICE OF SHERIFF OF COOK COUNTY.

A SUPPLEMENTAL INQUIRY INTO ITS ORGANIZATION AND METHODS OF ADMINISTRATION.

During the year 1911, the Sheriff had on his staff, among other employes, an assistant sheriff, 28 deputy sheriffs and 104 bailiffs assigned to the civil and criminal courts. For the year 1912 he requested the authorization of the assistant sheriff and the same number of deputies. Because of the election of seven additional judges of the Circuit and Superior Courts, he also requested the authorization of 10 additional bailiffs. In its former report, issued in December, 1911, the Bureau recommended that the services of the assistant sheriff be dispensed with; that the number of deputies be reduced by four and that no increase in the number of bailiffs be allowed. The Judges of the Circuit Court complied *in toto* with the Sheriff's request and the 10 new men were appointed on February 12, 1912.

For the year 1913 the Sheriff has requested the same number of assistants as was authorized for the year 1912. This, of course, includes the 10 additional bailiffs. As a result of this supplemental investigation, the Bureau renews its former recommendations.

THE ASSISTANT SHERIFF.

The situation with respect to the assistant sheriff has not changed since the former report of the Bureau was issued. In that report it was said (pp. 10-11):

The necessity for an assistant sheriff in addition to a chief deputy sheriff is not apparent, particularly when it has

been the case that the assistant sheriff, generally, is one unfamiliar with the details of administration and procedure. The chief duties of that position seem to be of a character which could be exercised by a head janitor or a general office clerk. One janitor is in general charge of the maintenance of the County Building and another is in charge of the Criminal Court Building. The little clerical supervision of employes' records entrusted to the assistant sheriff could be performed by one of the junior clerks in the office, without seriously encumbering such a clerk's duties. It is recommended, therefore, that the position of assistant sheriff be discontinued.

The Bureau again recommends that this position be abolished.

DEPUTY SHERIFFS.

In its previous report on this office, the Bureau called attention to the fact that the Sheriff had just introduced a system of service reports and records designed to indicate the character and volume of work performed by his subordinates. Such reports as were available at that time, covering a period of about 30 days only, showed that the principal work upon which deputy sheriffs were employed was the serving of summonses.

These service reports showed also that an inconsiderable part of the deputies' time was taken up with the service of other writs and the occasional performance of police duties outside of the City of Chicago. These other writs include injunctions, executions, replevins, state warrants, capiases, etc. The procedure which must be followed in the execution of such writs differs somewhat with respect to each of the several classes. The proper performance of work of this character may occasionally require that men be assigned to it who have received special technical training. No such special training is necessary for the deputies serving ordinary summonses.

Police service such as the Sheriff's force is called upon to render consists chiefly in raiding gambling resorts, "blind pigs,"

etc., and in attending court to prosecute charges made as a result of such raids. Service of this character is not required at sufficiently frequent intervals to warrant the retention of a regular force to perform it. When occasion demands, a sufficient number of men should be picked from the body of the force, or special deputies should be summoned for the purpose.

In view of the character of the work involved, it was the opinion of the Bureau at the time of issuing its former report that a limited number of deputies particularly well fitted for such work should be regularly retained to execute writs other than summonses, and that a special body of deputies should be employed to serve the latter. The character of the work of serving summonses is such that it was believed that \$1,500 a year for each deputy would be adequate compensation for performing it.

Data gathered from the reports then examined indicated that four men could handle the work of the first class mentioned and that 20 men could easily perform all of the work involved in serving ordinary summonses. The Bureau recommended, therefore, that the number of deputies employed be reduced from 28 to 24 and that the salaries of 20 be fixed at \$1,500 instead of \$2,000 a year each.

The total saving which could have been effected, had these recommendations of the Bureau been adopted, would have amounted to \$18,000 annually. In connection with this supplemental investigation the daily reports made by the deputies from January 1 to July 1, 1912, have been tabulated. An examination of these reports and of the figures thus obtained confirms the Bureau in its opinion that the plan outlined would prove practicable, and that it should be adopted and the saving effected.

Service of Special Writs.

With respect to duties performed, other than those involved in serving summonses and in doing police work, the service reports examined show that the maximum number of different depu-

ties assigned to such work on any given day during the period was six; also that the number exceeded four on but 12 of the 150 working days included in the period. Moreover, in many instances where special work of this character was assigned to several different deputies on the same day, only an hour or two was occupied by each in performing it.

The following table shows the number of days on which various numbers of deputies were employed on the class of special work above described:

6 different men were employed on each of	4 days
5 " " " " " " "	8 "
4 " " " " " " "	22 "
3 " " " " " " "	31 "
2 " " " " " " "	40 "
1 man was " " " "	33 "
No service of this kind was rendered on	
each of	12 "
Total working days.....	150

It is believed that the period covered and the reports analyzed reflect normal conditions and that four deputies assigned to special duty should be able to execute all writs other than summonses and also to perform such occasional emergency work as may arise.

Service of Ordinary Summonses.

There are two methods of serving summonses. The service obtained under one is commonly described as "personal" service, since the deputy serves the party named in the summons *in person*. Such service is usually obtained by reading the writ to the defendant or delivering a copy thereof to him. Under the other method, the deputy may serve the writ by delivering a copy thereof to some member of the family at the usual place of abode of the defendant. This latter form of service is generally described as service "by copy." As a rule, very little difficulty is encountered in obtaining service on writs of this character and the

amount of work required of a deputy in any given period in connection therewith is determined largely by the number he is called upon to serve. If a defendant is found at his place of residence when the deputy calls there, he is served in person, although, in many cases of this kind, service by delivering a copy to some member of the family would be sufficient if the defendant were not so found. In other cases, "personal" service is imperative. Such difficulties as deputies may encounter in obtaining service are usually in connection with this class of cases and are due to the efforts which they are required to put forth in "finding" the party upon whom "personal" service is required.

The figures tabulated from the service reports show that during the first six months of 1912 the 25 deputies secured "service" on 15,910 defendants. The following table shows the number served (1) in the "loop" district, (2) in the City of Chicago outside of the "loop" district, and (3) in the county outside of the City of Chicago; also the character of the service reported in each case and the average number of "services" daily per deputy.

	Number of Deputies	Total Services	Average per Deputy per Day	"Personal" Services.		Services "by Copy."	
				Total	Average per Deputy per Day	Total	Average per Deputy per Day
In "Loop" district	4	3,357	5.60	3,357	5.60		
In City of Chicago outside of "Loop" district	19	9,656	3.39	7,192	2.52	2,464	0.87
In County outside of City of Chicago...	5	2,897	3.86	1,559	2.08	1,338	1.78
Total	28	15,910	3.79	12,108	2.88	3,802	0.91

Four deputies are assigned to this work in the "loop" district. One deputy is assigned to the Probate Court room, but

serves writs throughout the city at hours when the court is not in session. Eighteen other deputies work in the city districts outside of the "loop"; the remaining five are distributed to the country districts.

It will be noted from the preceding table that each of the four deputies working in the "loop" district obtained service in an average of about six cases a day and that such service was "personal" in each instance. The 18 deputies in the outlying city districts and the Probate Court deputy averaged less than $3\frac{1}{2}$ a day. The figures show that of these $3\frac{1}{2}$ services, $2\frac{1}{2}$ were "personal" and one was "by copy."

The duties of Criminal Court bailiffs when serving subpoenas and other writs, and the duties of the bailiffs of the Municipal Court of Chicago when serving summonses do not differ materially from those of deputy sheriffs when serving summonses, except that, in practically every case, bailiffs of the Municipal Court are required to secure "personal" service. As pointed out on page 13, difficulties met in serving summonses are only occasional and are usually experienced in connection with obtaining "personal" service. The volume of work done by these bailiffs, therefore, affords an excellent basis for comparison with the work done by the deputy sheriffs. For the purpose of making such a comparison, figures covering the work done from January 1 to July 1, 1912, were obtained from the chief bailiff assigned to the Criminal Court and from the Bailiff of the Municipal Court. They are presented in the following table:

TABLE SHOWING COMPARATIVE NUMBER OF WRITS SERVED BY DEPUTY SHERIFFS, CRIMINAL COURT BAILIFFS
AND MUNICIPAL COURT BAILIFFS, FROM JANUARY 1 TO JULY 1, 1912.

	Deputy Sheriffs.			Criminal Court Bailiffs.			Municipal Court Bailiffs.		
	Number of Men Assigned	Total Number of Services January 1 to July 1, 1912	Average per Man per Day	Number of Men Assigned	Total Number of Services January 1 to July 1, 1912	Average per Man per Day	Number of Men Assigned	Total Number of Services January 1 to July 1, 1912	Average per Man per Day
In "Loop" district....	4	3,357	5.60	1	2,469	20	6-7	6,911	5.60
In City of Chicago outside of "Loop" district	19	9,656	3.39	19	18,730	8	32-33	27,240	7.27

The figures relating to the work done by the Criminal Court bailiffs are particularly worthy of note, since the work is usually done by them after two o'clock in the afternoon and since, in most cases, "service" must be secured on the day the writ is received by the bailiff. It will be noted also that one bailiff working in the "loop" district accomplishes as much in a half day as three deputy sheriffs accomplish in the same territory, working practically full time.

If two deputies only were assigned to the "loop" district, each would be required to serve an average of but 12 defendants a day.

If the work of serving summonses in the city territory outside of the "loop" district were divided among 13 instead of among 19 deputies, the average number of "services" per day which each of the 13 would be required to secure would be but 5. On the ratio established by the figures shown for the six months' period covered, "personal" service would be required in only about three-fourths of these cases.

It is no answer to this suggestion to say that the districts to be created under this plan would be too extensive in territory for the deputies to cover, since the records show that the work of the deputy assigned to the Probate Court, who now has for his district practically the entire city, compares very favorably with that of the deputies assigned to the more restricted districts.

It will hardly be contended that deputy sheriffs are less capable than Criminal or Municipal Court bailiffs. In the face of the figures shown it seems unnecessary to present further proof that 20 men can easily serve all summonses coming into the Sheriff's hands. If the work were properly handled, the deputy sheriffs could probably serve the writs (other than jury summonses) which are now served by the civil court bailiffs.

On the basis of the number of men required for mere sum-

mons serving, the force could probably be reduced still further. The character of the Sheriff's duties is such, however, that he should be furnished with a sufficient number of deputies to meet promptly the usual exigencies of the office.

The Bureau has carefully considered the foregoing aspect of the situation and is of the opinion that 24 men will provide him with an ample force for all ordinary purposes. It, therefore, again recommends that the number of deputy sheriffs be fixed at 24 and that the annual salaries of 20 of them be reduced from \$2,000 to \$1,500.

BAILIFFS.

In December, 1911, the Sheriff's force comprised 104 bailiffs. Twenty-four of them were "personal" bailiffs. The personal bailiffs are so designated because formerly each was appointed by, and assigned to, a particular judge, whom the bailiff attended wherever the judge was holding court. They not only assist the general bailiffs in preserving order in court, but they also serve the judges in many other ways. The civil service law has changed the method of appointment, but the duties have remained the same. Forty-three of the remaining 80 bailiffs were assigned to court and office duty at the Criminal Court and 21 of the remaining 37 were assigned to court duty in the Circuit and Superior Courts. This left 16 other bailiffs who were assigned to various miscellaneous duties.

In December, 1911, the Sheriff asked for 10 additional bailiffs "on account of the election of 7 additional judges." Six of these judges were elected to fill new judgeships created by the Legislature for the Superior Court; one was elected to fill a vacancy of the Circuit Court. The 10 additional bailiffs were authorized.

The Situation in the Circuit and Superior Courts.

For the purpose of determining how the number of trial

judges sitting in the Circuit and Superior Courts had been affected by the election of the seven additional judges mentioned, a table was prepared showing the number of judges holding court each day from December 1, 1910, to July 13, 1912. The figures compiled for the Circuit Court were taken from the Clerk's record showing the number of judges attending court each day. No such record is kept by the Superior Court Clerk and in the absence thereof the published court calls appearing in the Law Bulletin were tabulated.

On December 1, 1911, there were 10 judges assigned to the bench of the Superior Court, two of whom were judges from other judicial circuits of the state. When the six newly elected judges entered upon their offices, the two country judges retired and one additional judge of the Superior Court was assigned to the Criminal Court. The judges of the Superior Court are ex-officio judges of the Criminal Court. The election of six additional judges in November and the reorganization of the court which followed resulted, therefore, in increasing the number of judges actually working in the Superior Court from 10 to 13. This status was maintained for a period of 18 days subsequent to December 4, when the number was reduced to 11. It remained 11 until April 1, when it was further reduced to 10. There were only 13 days subsequent to April 1, 1912, when the number of judges sitting in this court exceeded 10. Transfers of different judges to the Appellate Court and to the Criminal Court operated to bring about the foregoing changes which took place during the latter part of December and early in April.

The number of judges sitting from time to time in the Circuit Court subsequent to December 4, 1911, varied widely. This condition is to be attributed to the large number of country judges who held court at irregular intervals. The election of an additional judge who took his seat in December did not materially affect the situation.

It will be seen that the number of judges sitting in these trial

courts was not materially increased as a result of the election of the seven additional judges and it is apparent, therefore, that the ground upon which the 10 additional bailiffs were authorized has not necessitated their employment.

Disposition Made of the Ten Additional Bailiffs.

Since the bailiffs are provided to police the courts and also to render service of a secretarial and more or less personal nature to the judges, it seemed that the allowance of 10 additional bailiffs must have been made upon the assumption that there would be additional judges trying cases. When it became evident that the election of the seven judges, above referred to, had not materially affected the number of trial judges working in Cook County, a detailed investigation was made by the Bureau to ascertain how the services of the 10 additional bailiffs had been employed and also to determine to what extent, if any, necessity had existed for their employment.

It is not the purpose of the Bureau to question the good faith of the Sheriff in requesting the 10 additional bailiffs, but, in view of the reason assigned when the request was made, the data gathered present some interesting and instructive facts.

Ten additional men were authorized in December, 1911, but were not appointed until February 12, 1912. The seven additional judges, on account of whose election these 10 bailiffs were authorized, were elected to the Circuit and Superior Courts, but, as already pointed out, since their election in November, 1911, there has been no substantial increase in the number of judges trying cases in these courts. Six more bailiffs than were formerly employed have been on duty in these courts, however, while four additional men have been assigned to the Criminal, Appellate, and County Courts. In only one of the latter cases does the assignment seem to have been necessary.

Increase in Criminal Court Bailiffs.

When the Bureau was making its investigation of the Crimi-

nal Court bailiffs' office in 1911, there were nominally six judges sitting in that court, each of whom was attended by his "personal" bailiff. Of those bailiffs who were performing court duty, about half were in attendance all day; the others, during the morning sessions only. The bailiff force, including the "personal" bailiffs, averaged about eight for each court room when six courts were sitting. The Sheriff was not then claiming that his force was inadequate. It seemed to the Bureau that there were many occasions when it was probably larger than necessary, but in commenting on the situation the Bureau said (Report, Dec., 1911, p. 5):

The occasional exigencies at the criminal court building are such that it may be inadvisable to attempt to perform the necessary work with fewer than the number of bailiffs allotted to the Criminal Court office.

From September, 1911, to July, 1912, there were but three days on which the number of judges sitting in the Criminal Court exceeded five. About 80 per cent of the time the number of judges has been four or less. Although there were but four judges sitting at the date of writing this report, there were 44 bailiffs (other than "personal" bailiffs) attending the criminal courts, whereas last year, when six judges were sitting, there were only 43 bailiffs in attendance.

Increase in Appellate Court Bailiffs.

Prior to December, 1911, there were three branches of the Appellate Court and one bailiff had been assigned to attend each. Shortly afterward a fourth branch court was established and two additional bailiffs were assigned to Appellate Court duty. That there was occasion for assigning more than one additional man for this work is not apparent.

Increase in County Court Bailiffs.

Prior to December, 1911, also, there were regularly assigned to the County Court three bailiffs, but when 10 additional men

had been employed the County Court quota was increased to four. Two of these men attend the main court; the others attend the branch court presided over by country judges. An examination of the records of the County Court shows that from December 1, 1911, to July 13, 1912, during which period the courts were open 167 days, the number of days on which more than one country judge held court was only 43; also that on 42 other days there was no branch court in session. It is quite evident, therefore, that there was no necessity for increasing the number of men regularly assigned to this court.

No Necessity for Additional Bailiffs in 1912.

In December, 1911, there were 24 "personal" bailiffs, six of whom, the Bureau was informed, were assigned to the criminal courts. There were also 21 bailiffs assigned to general court and other duties in the Circuit and Superior Courts. The latter police the courts, serve jury summonses and convey insane patients to the state institutions.

In December, 1911, also, there were 22 Cook County judges sitting on the bench of the Circuit, Superior, and Criminal Courts. If each of these judges had been assigned a "personal" bailiff and one man had been sent to the new branch Appellate Court, there would have remained for general duty 22 men out of the total of 45, without the addition of the 10 new men authorized by the Judges.

From September 18, 1911, to July 13, 1912, during which period the courts were open 247 days, exclusive of holidays, there were but 37 days when the number of judges sitting in the Circuit and Superior Courts exceeded 22, as is shown by the following table:

On 13 days the number of judges sitting was 23	
" 19 " " " " " " 24	
" 5 " " " " " " 25	

Total 37 days when the number of judges sitting exceeded 22.

It will be seen, therefore, that there were but 37 out of 247 days when 22 men would not have provided a sufficient force with which to have placed one man in each court room without requiring any service from the "personal" bailiffs. Moreover, an analysis of the reported court sessions shows that 16 of these 37 days were prior to February 12, 1912, when the Sheriff received his 10 additional men for this work.

There are no data available to indicate on how many days the several branches of the civil courts, or either of them, were in session a whole or a part of a day and in the absence of such information it has been necessary, in compiling the foregoing figures, to assume that each was in session the entire day. Every one acquainted with court procedure, however, knows that such is not the case and that frequently a court omits either the morning or afternoon session. When this occurs, the court attachés, including the bailiffs, are, of course, available for other service.

The fact that some of the general bailiffs would have been required for other work, such as serving jury summonses and transferring insane patients, has not been overlooked by the Bureau. It has taken into consideration, however, that there are many court sessions at which one bailiff serves every purpose and that when the services of but one bailiff are required in any court the "personal" bailiff should, so far as possible, relieve the general bailiff of his duties in the court room, so as to enable the latter to perform such other duties as may be required of him. Further, as pointed out in the preceding paragraph, each bailiff has more or less time, when his presence is not required in court, which can and should be used in performing other work for which he may be needed.

The facility with which the general bailiffs may be withdrawn from the courts is illustrated by the fact that on five or six days of each month practically all of them are taken out at the same time to serve jury summonses, notwithstanding the fact that there are usually 22 days over which this work might

be distributed and a smaller force used in doing it, if the other bailiffs were really needed in the court room. A point worth noting also is that the present method of serving jury summonses requires the equivalent of the entire time of six or seven men. The Bureau believes that, if this work were properly systematized, three men assigned to it exclusively could easily perform it.

The conditions above described led the Bureau last year to conclude not only that no additional men would be needed during the year 1912, but that those already employed could meet further demands for service. The facts developed through this supplemental investigation seem to establish conclusively that the services of these additional men have not been needed and that their salaries, amounting in the aggregate to approximately \$12,000, represent an unnecessary expenditure of public funds.

Reduction of Present Force Recommended for 1913.

For the current court year 12 separate calendars have been made up for the Circuit Court judges and 10 calendars have been prepared for the Superior Court judges. Twenty-two judges are now trying cases from these calendars. Eighteen of these judges are members of the Cook County bench and each has a "personal" bailiff. The Bureau seriously questions the occasion for providing "personal" bailiffs for the country judges who hold court in this county at irregular intervals.

Under present conditions, if 104 bailiffs were authorized, the Sheriff, after providing each Cook County judge with a "personal" bailiff, would have a force which should prove more than ample for the purpose of manning the courts and performing all of the other work which is required of the general bailiffs. The Bureau, therefore, recommends that for the year 1913 the present number of 114 bailiffs be reduced to 104.

The form of service record now used by the bailiffs does not show with sufficient detail how and where the time of the bailiff

is spent. If the form were changed so as to indicate these facts, the Bureau believes that data would soon be available upon the basis of which still further reductions in the force could be made.

Proposed Reduction in Salary Rates.

When the County Board passed the 1912 budget, it increased the salary of each of the two assistant chief bailiffs from \$1,500 to \$1,650 a year and it also increased the salary of each of the other bailiffs from \$1,380 to \$1,500 a year. These advances represent an aggregate annual increase of approximately \$14,000. They were made without the recommendation of the Sheriff.

The character of work, which the personal bailiffs and some few others—about 34 in all—are called upon to perform, is such that the payment of the increased rate may perhaps be passed by without serious criticism. The Bureau believes, however, that no further increase in the salaries of these bailiffs should be granted.

With respect to the ordinary court bailiffs, the increase was wholly unwarranted. In its former report, the Bureau recommended salaries of \$1,000 for this class of service. This recommendation challenged some criticism on the ground that the \$1,000 rate would be inadequate. The Bureau then was, and still is, of the opinion that the type of employe which this service demands can be readily secured for \$1,000 a year. In reconsidering the matter, however, it has come to the conclusion that a maximum rate of \$1,200 a year might be conceded for bailiffs of this class who have continued in the service a reasonable length of time.

In this connection the Bureau recommends that, for the future, several grades be established for the different classes of bailiff service. Length of time in the service should be the chief factor in determining these grades. A salary rate should then be fixed for each grade. Court bailiffs hereafter appointed should receive at the start not to exceed \$1,000 a year; and thereafter

promotions to advanced grades should be made periodically until such appointees obtain the maximum salary rate of \$1,200 a year. This is the plan under which the salaries of city policemen and firemen are now fixed.

Fifteen hundred dollars a year should be adequate compensation also for the assistant chief bailiffs.

For the year 1913 the Bureau, therefore, recommends that the salaries of the assistant chief bailiffs be fixed at \$1,500; also that the salaries of those bailiffs who are designated as "personal" bailiffs or are assigned to special duties (34 in all) be fixed at \$1,500; and that those of the remaining 70 court bailiffs be fixed at \$1,200. The saving which can be effected by reducing the number of bailiffs to 104 and by reducing the salaries in accordance with the above recommendations would aggregate \$36,300 annually.

CHANGES IN OFFICE PROCEDURE.

Several changes in office procedure have been made during the past year which deserve favorable comment.

Foreign Writs and Probate Court Writs.

Formerly all "foreign writs" were handled by the assistant sheriff and all Probate Court writs were handled by the deputy sheriff attached to that court. Fees for services to be rendered in connection with these writs were collected by these officials and were accounted for monthly by them. This practice has been changed. All such writs are now received and docketed by the summons clerk and the fees are turned over to the cashier immediately as in other cases.

Fees Collected by Chief Bailiff.

Fees collected by the chief bailiff of the civil courts are now accounted for daily instead of at the end of the month. The practice of permitting the chief bailiff to deduct from current

funds in his hands the expenses of the bailiffs which are incurred in connection with the transportation of pauper and insane persons has been discontinued. Bailiffs are now reimbursed for such expenses by check drawn by the chief deputy.

It is suggested that the chief bailiff be provided with an autograph register machine and that he be required to issue receipts in duplicate for fees collected by him, the duplicates to be turned over to the cashier with the funds.

Pay Roll.

The method of preparing the pay roll has been changed. So far as is practicable, all required data are now printed on the form used. In making the several copies for the comptroller, the civil service commissioners and the County Board, carbon process is used. One clerk now handles this work in about a day, whereas formerly two clerks were employed on it for approximately one whole week of each month.

SERVICE RECORDS.

The installation of service records in this office marked a distinct advance in the administration of its affairs, but the records should be made definite. Both deputies and bailiffs should be required to report specifically the location of each assignment and also the time of commencing and completing it.

